

Message Text

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SUBJ: FY 1977 NARCOTICS CONTROL ACTION PLAN: LUXEMBOURG

REF: 1975 LUXEMBOURG 0631

1. PROGRAM OBJECTIVES: THE FUNDAMENTAL OBJECTIVE OF THE UNITED STATES INTERNATIONAL NARCOTICS CONTROL PROGRAM IN LUXEMBOURG IS TO STEM THE USE OF THE COUNTRY AS A TRANSIT POINT IN DRUG SMUGGLING NETWORKS WHICH FREQUENTLY INCLUDES THE U.S. THE POST'S IMMEDIATE OBJECTIVE IS TO ENCOURAGE LUXEMBOURG GOVERNMENT AGENCIES IN THEIR COMMITMENT TO CONTROLLING SUCH TRAFFIC AND TO AID THEM WHERE POSSIBLE IN THEIR ABILITY TO DO SO THROUGH APPROPRIATE TRAINING AND CONSULTATION.

2. STATE OF PROBLEM: (A) CURRENTLY, LUXEMBOURG'S MAIN SIGNIFICANCE TO THE U.S. IN REGARD TO NARCOTICS IS AS A TRANSIT POINT FOR ILLICIT TRAFFIC IN HASHISH, OPIUM, AND HEROIN. VIRTUALLY ALL OF THIS TRAFFIC INVOLVES NON-LUXEMBOURG NATIONALS, INCLUDING AMERICANS, AND IS CENTERED ON LUXEMBOURG'S FINDEL INTERNATIONAL AIRPORT. AS REPORTED IN REFTTEL, LUXEMBOURG'S GEOGRAPHIC LOCATION, NEARLY-OPEN BORDERS, UNDER-MANNED NARCOTICS CONTROL AGENCIES AND GENERALLY LIGHT PENALTIES FOR OFFENDERS ENCOURAGE TRAFFICKERS ARRIVING IN

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EUROPE FROM ASIA TO TRY TO GO THROUGH CUSTOMS HERE.

THE GRAND DUCHY SIMPLY DOES NOT HAVE THE PERSONNEL TO CONDUCT THOROUGH CUSTOMS EXAMINATIONS AND HAS EARNED A REPUTATION AS A WEAK LINK IN THE CHAIN OF EUROPEAN COUNTRIES COMMITTED TO INTERDICTING DRUG TRAFFIC. LITTLE, IF ANY, OF THE NARCOTICS THUS BROUGHT IN IS DESTINED FOR LOCAL CONSUMPTION; BY ARRIVING IN LUXEMBOURG, THE TRAFFICKER COMING FROM PAKISTAN, HONG KONG OR MALAYSIA MERELY BENEFITS FROM LESS STRINGENT CUSTOMS INSPECTION AND OBTAINS A VISA VALID NOT ONLY FOR THE GRAND DUCHY BUT ALSO FOR BELGIUM AND THE NETHERLANDS, INCLUDING THE NEW DRUG ENTREPOUT AT AMSTERDAM. (B) LOCAL PRODUCTION OF DRUGS IS NOT A PROBLEM. (C) LOCAL DRUG ABUSE IS EXTREMELY LOW, BUT SOCIAL WELFARE AUTHORITIES POINT WITH ALARM TO THE POTENTIAL FOR DOMESTIC SPILLOVER POSED BY THE GROWING TRANSIT TRAFFIC. THIS, PLUS THE RECENT DEATH OF A YOUNG LUXEMBOURGER IN THE COUNTRY'S FIRST FATALITY FROM A DRUG OVERDOSE, HAS TURNED A SENSE OF COMPLACENCY INTO A SENSE OF GROWING CONCERN. IN NOVEMBER 1975, THE MINISTRY OF HEALTH REVIEWED THE OLD OFFICIAL ESTIMATE THAT LUXEMBOURG HAD FEWER THAN 100 DRUG ABUSERS AND CONCLUDED THAT THE ACTUAL FIGURE MAY BE TEN TIMES HIGHER. NEVERTHELESS, DOMESTIC ABUSE IS NOT CONSIDERED A MAJOR PROBLEM.

3. PROGRAM CONSTRAINTS: THE PRIMARY CONSTRAINT OPERATING ON THE ACHIEVEMENT OF PROGRAM OBJECTIVES IN LUXEMBOURG IS THE RELATIVELY LOW PRIORITY ASSIGNED BY THE GOL IN THE PAST TO THE OVERALL PROBLEM OF NARCOTICS ABUSE. THE EMBASSY'S NARCOTICS PLAN PLACES EQUAL EMPHASIS ON THE TWO GOALS OF IMPROVING THE POLITICAL CLIMATE FOR GREATER U.S.-GOL COOPERATION ON NARCOTICS CONTROL, AND OFFERING TRAINING AND CONSULTATION TO OFFICERS LIKELY TO PLAY KEY ROLES SHOULD EXPANSION OF LUXEMBOURG'S UNDERMANNED DRUGS AND CUSTOMS SERVICES BE AUTHORIZED.

4. GOALS TO BE ACHIEVED WITHIN FY 1977: (A) INCREASE AWARENESS AMONG LUXEMBOURG POLICY MAKERS OF THE INTERNATIONAL DRUG ABUSE PROBLEM, ITS RELEVANCE TO LUXEMBOURG, AND THE GROWING INTERDEPENDENCE OF COUNTRIES LIMITED OFFICIAL USE

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AFFECTED BY IT. (B) ENCOURAGE COMMITMENT OF THE GOL IN PRINCIPLE TO DETERRING ILLICIT NARCOTICS TRAFFIC BY ENFORCING DRUGS AND CUSTOMS REGULATIONS AT A LEVEL NOT SIGNIFICANTLY LESS STRINGENT THAN ITS EUROPEAN PARTNERS. (C) ENHANCE THE EFFECTIVENESS OF LUXEMBOURG AGENCIES COMBATTING DRUG ABUSE BY ARRANGING TRAINING SEMINARS UNDER CCINC AUSPICES FOR LUXEMBOURG NARCOTICS AND CUSTOMS OFFICIALS.

5. PROGRAMS IN SUPPORT OF GOALS: (A) AFTER FIRST ORGANIZING A PUBLIC SEMINAR UNDER THE EMBASSY'S YOUTH PROGRAM TO DISCUSS IN GENERAL TERMS THE PROBLEM OF INTERNATIONAL DRUG ABUSE, THE POST BEGAN APPROACHING INDIVIDUAL GOL POLICY MAKERS TO EXPLAIN OUR VIEW THAT LUXEMBOURG'S OWN POPULATION COULD NOT LONG CONTINUE TO ESCAPE THE EFFECTS OF A GROWING TRANSIT TRAFFIC IN ILLICIT DRUGS. BUTTRESSED BY A RECENT MINISTRY OF HEALTH REPORT CORROBORATING THAT VIEW, THE POST'S LOBBYING HAS MET WITH AN ENCOURAGING INCREASE IN RECEPTIVITY. WE PLAN TO CONTINUE EFFORTS TO CONVINCE THE GOL THAT THE PROBLEM OF TRANSIT DRUG TRAFFIC THROUGH THEIR COUNTRY SHOULD BE FACED BEFORE, NOT AFTER, IT GENERATES "SPINOFF" DOMESTIC DRUG PROBLEMS. (B) IN LATE 1975, EMBASSIES IN OTHER EC COUNTRIES RAISED DISCREETLY THE DESIRABILITY OF A UNIFORM LEVEL OF ENFORCEMENT OF DRUG AND PARTICULARLY CUSTOMS REGULATIONS THROUGHOUT THE EC, THUS AVOIDING A SITUATION IN WHICH LUXEMBOURG COULD BE TARGETED AS A "WEAK LINK" BY TRAFFICKERS SEEKING TO PENETRATE THE CHAIN OF EUROPEAN BORDER INSPECTIONS. (THE GOL IS INTENSELY LOYAL TO THE SPIRIT OF EUROPEAN COOPERATION AND PARTICULARLY ANXIOUS TO FULFILL ITS INTERNATIONAL OBLIGATIONS WHEN THE FALL IN THE EC CONTEXT.) WE ARE CONSCIOUS OF THE BUDGETARY RESTRICTIONS UNDER WHICH THE GOL MUST WORK IN ITS EFFORTS TO COPE WITH THE DRUG PROBLEM, AND PLAN TO CONTINUE ARGUING THAT LUXEMBOURG'S LOWEST-COST OPTION IN REGARD TO NARCOTICS CONTROL IS A PHILOSOPHY OF DETERRENCE BASED ON CULTIVATION OF A REPUTATION FOR STRICT ENFORCEMENT OF REGULATIONS. (C) THE FIRST DEA INTERNATIONAL TRAINING INSTITUTE IN WHICH LUXEMBOURG NARCOTICS OFFICERS PARTICIPATED WAS HELD IN BRUSSELS, BELGIUM IN DECEMBER 1975. TWO LUXEMBOURG OFFICERS (REPRESENTING A CONSIDERABLE PERCENTAGE OF THE COUNTRY'S SMALL NARCOTICS FORCE) WERE GIVEN PERMISSION BY THE MINISTER OF JUSTICE TO ATTEND THE INSTITUTE AND ACT AS INSTRUCTORS ON THEIR RETURN. REACTION WAS QUITE FAVORABLE. THIS INSTITUTE ACCOMPLISHED SEVERAL SHORT-TERM EMBASSY OBJECTIVES: LIMITED OFFICIAL USE

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OFFICIAL GOL BLESSING FOR COOPERATION WITH U.S. AUTHORITIES ON DRUG CONTROL; INCREASED CONTACTS BETWEEN LUXEMBOURG DRUG OFFICERS AND THEIR BELGIAN COUNTERPARTS; TRAINING OF A SMALL NUMBER OF SPECIALIZED OFFICERS WHO CAN ACT AS A NECESSARY CADRE SHOULD EXPANSION OF LUXEMBOURG'S NARCOTICS SERVICE BE AUTHORIZED. A TRAINING COURSE FOR LUXEMBOURG CUSTOMS OFFICERS, SIMILARLY GEARED TO "TRAINING TRAINERS," IS NOW BEING ARRANGED FOR APRIL 1976.

6. CONCLUSION: AS A SMALL COUNTRY UNHAPPILY SITUATED NEAR THE MILITARY CROSSROADS CONNECTING GERMANY, FRANCE AND THE LOW COUNTRIES, LUXEMBOURG HAS FOR CENTURIES SURVIVED BY "MAKING ITSELF SMALL"--I.E., BY ATTRACTING AS LITTLE ATTENTION AS POSSIBLE TO ITSELF AND HOPING THAT CONQUERORS AND PROBLEMS WILL PASS IT BY. IT HAS TODAY A SPLENDID COLLECTION OF UNRUINED

CASTLES WHICH SURVIVED LESS BECAUSE OF THEIR STRENGTH THAN BECAUSE THEY WERE A LITTLE TOO INCONSPICUOUS AND ISOLATED TO BE INCLUDED IN THE GREAT LEVELING OF INDEPENDENT FIEFDOMS UNDERTAKEN IN POST-MEDIEVAL FRANCE. THE PROBLEM OF DRUG TRAFFIC DOES NOT APPEAR TO LEND ITSELF TO THIS KIND OF SOLUTION. SEIZURES OF HEROIN, OPIUM AND HASHISH ROSE DRAMATICALLY IN THE PERIOD 1973-1975 (FROM PREVIOUSLY MINISCULE LEVELS) WHILE CONVICTED TRAFFICKERS (INCLUDING AMERICAN CITIZENS) TESTIFIED THAT THEY HAD DELIBERATELY PICKED LUXEMBOURG AS A CUSTOMS PENETRATION POINT BECAUSE OF ITS KNOWN WEAKNESS OF ENFORCEMENT. (LUXEMBOURG OFFICIALS ESTIMATE THE INCREASE IN TRAFFIC AS CONSIDERABLY GREATER THAN THE INCREASE IN SEIZURES.) INFLUENCED NOT LEAST, PERHAPS, BY THE EMBASSY'S OWN EFFORTS TO EXPLAIN THE POSSIBILITIES FOR INCREASED INTERNATIONAL COOPERATION IN THIS FIELD, THE GOL DURING FY1976 MOVED ENCOURAGINGLY CLOSER TO A PHILOSOPHY OF DETERRING THIS TRAFFIC BY TIGHTENING CUSTOMS INSPECTION AND ENFORCEMENT OF LUXEMBOURG'S NARCOTICS ABUSE CONTROL ACT OF 1973. FARKAS

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